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DEPARTMENT OF PUBLIC INSTRUCTION
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PUBLIC EDUCATION BULLETIN

PUBLISHED MONTHLY BY THE DEPARTMENT OF PUBLIC INSTRUCTION, COMMONWEALTH OF PENNSYLVANIA, AT HARRISBURG, FOR INFORMATION OF BOARDS OF SCHOOL DIRECTORS, ADMINISTRATIVE OFFICERS OF THE PUBLIC SCHOOLS AND OF STATE INSTITUTIONS OF HIGHER LEARNING, AND INTERESTED CITIZENS, IN ACCORDANCE WITH SECTION 2904D OF THE SCHOOL LAWS.

VOLUME 2 FEBRUARY-MARCH, 1935 NUMBER 6

SCHOOLS AND TAXES

Following is the text of a radio address, prepared as a contribution to the legislative program of the Joint Tax Conference Committee of the Pennsylvania State Grange, the Pennsylvania Tax Justice League, and the Pennsylvania Real Estate Association.

By JAMES N. RULE

We have many points of common interest and agreement in this unified movement for tax justice. Every one of you has a vital interest in your public schools. Most of you know that throughout Pennsylvania, in the past four years, school directors, teachers. parents, and taxpayers have had many difficult problems to solve in keeping all schools open and the salaries of teachers paid.

There are indications that school finance difficulties are clearing in Pennsylvania. Some critical problems, however, face our citizens with respect to the future of our schools and the character and cost of our public education program.

Solutions to serious school problems cannot be obtained by school people going into a huddle alone and highly resolving to do this and that and the other thing. Effective answers must come through cooperative thinking and action with citizens and taxpayers generally.

There are three new day questions on public education which I want to discuss with you this evening—necessarily briefly and sketchily.

School Services Needed

First: What educational services should be provided at public expense?

Let us look into the classrooms of the future. We find fewer pupils in the lower grades because of the decreasing birth rate and restrictive immigration laws. Because parents want their children to enjoy more of the progressive type of education now available and because young people cannot obtain employment, we find high school enrollments increasing. The machine age and increasing leisure time are bringing about a rapid change in the fundamentals of our social and economic order. Our schools must be reorganized to meet these changing conditions so that all our boys and girls may become competent, loyal citizens, each one fitted to do some part of the world's work

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Legislative School Recovery Program Presents Two Major Problems

School recovery depends upon the successful solution of two major problems: Adequate school support and efficient school organization.

Around these two problems must center current legislative efforts and those of succeeding sessions of the General Assembly until enduring solutions are achieved.

ADEQUATE SCHOOL SUPPORT

The present plan of school support—which places approximately 85 per cent of the burden upon realty—must be changed and changed radically and quickly if the financial supports of our public schools are not to be completely washed out in many areas, and permanently weakened in others. The present system of taxation should be revamped so that the various forms of taxable wealth will carry their proper share of school costs.

Emergency legislation to secure immediate revenues to finance essential State services, and the proposal for revision of the Constitution deserve and must have the vigorous and wholehearted support of the friends of public education if means are to be found wherewith to pay current school subsidies and provide for the payment of a progressively larger share of school costs by the State.

These legislative proposals comprehend not only the immediate fiscal needs of the schools, but also their adequate long term solution. Constitutional revision will open the way to a graduated income tax for the support of the public schools and relief for realty.

SCHOOL REORGANIZATION

This problem involves reorganization of the smaller school districts so as to provide for competent leadership and economical administration of schools. Pennsylvania school districts should in every case be large enough to provide a complete educational program, including both the elementary school and high school.

One result of this reorganization will be to perfect and thereby to protect local control of public schools.

Moreover, increased State subsidies cannot be justified except in the case of school district organizations large enough and competent enough to translate increased State subsidies into better educational programs and reduced realty taxes. A bill is being drawn up providing for the merger of school districts along lines of greater economy and efficiency.

The reorganization of school districts into larger and more competent units is the spearhead of permanent school recovery. Such a measure deserves and should have the support of all those who desire to have the public schools render their largest service to State and National recovery and reconstruction.

CURRENT APPROPRIATIONS

The executive budget for 1935-37, presented by Governor Earle to the Legislature February 12, includes a request for deficiency appropriations sufficient to cover all shortages in appropriations for the current biennium. These are as follows:

Salaries of county superintendents	$ 44,150
Salaries of assistant county superintendents	46,850
Transportation	380,000
Vocational education	215,000
Support of public schools	4,300,000
	$4,986,000

The Governor's recommendations, when effected by the Legislature, will mean that all schools will be kept open to the end of the present school term, and that further serious increases in local tax rates and loans to pay current salaries and expenses will be avoided.

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THE PUBLIC AND SCHOOL REPORTS

THE American school usually reflects the type of community in which it exists. Also, a school system is just as strong and influential as the public sentiment and support that are formed back of it.

The degree of public interest created for a school system—together with the support which that interest nourishes—usually is a deciding factor controlling the degree of success, mediocrity, indifference, or failure of that school system. Public interest can determine largely the difference between the good school and the poor school.

The best school publicity is a good school. A good school means good teachers. Good teachers result from good management of school affairs. Good management comes through active interest by the public in their schools. To get that interest the school story must be told by school people so that it can be understood and digested readily by the man on the street.

Within the next few weeks school superintendents will begin to give attention to the preparation of their annual reports. As a rule, the reports of school superintendents contain too much that cannot be understood by the average layman. In its bulky stereotyped sameness of presentation year after year, such reports are of little value in creating an informed public opinion with respect to school conditions and progress.

If the annual report is printed attractively, its bulk greatly reduced, its pages illustrated with pictures and action graphs each of which tells a vivid story, and a cover provided which would create a desire to look inside, an annual report placed in the hands of local civic leaders becomes very much worth while.

Probably at no time in the history of Pennsylvania's public schools has the public shown so much interest in school affairs as is now apparent on all sides.

It should not be difficult for school executives to interpret their schools to the public once they set out to achieve that end. Such efforts can well provide the open gateway to an informed and effective public sentiment in favor of better schools—good schools—everywhere.

JAMES N. RULE

Revision of State Constitution Urged by Professor McKay

Immediate revision of the State Constitution is desirable from the standpoint of public school operation, said Dr. Marion K. McKay, economist, University of Pittsburgh, when he addressed the School Directors Convention on "Facing the Financial Situation in Pennsylvania."

Dr. McKay expressed the hope that early efforts be made to determine the constitutionality for the levy of a graduated income tax for additional school support. "In the absence of a final test, absolute certainty will be enjoyed only when every possible constitutional restriction is removed," he said.

In Minnesota and Missouri, where the State Constitutions are similar to that of Pennsylvania, he reminded that the highest courts have sustained laws levying graduated personal income tax. "Facing the financial situation in Pennsylvania blazes the trail for a new Constitution," he said.

Dr. McKay, who is a member of Governor Earle's State Financial Survey Committee, reported in detail concerning existing financial conditions in the State. Pennsylvania faces a possible deficit of more than $40,000,000 at the end of the biennium next May and it is impossible to borrow a single dollar for current needs. At the end of the next biennium there will be a possible deficit in excess of $250,000,000, he said. The burden will grow heavier.

Remove Dead Wood

"Never has the call been so clear and distinct for a searching invoice of every department of government, and school district as well, to the end that all dead wood shall be removed. Ability to render efficient service and not ability to garner votes must be the order of the new day. An end must be put to the too prevalent practice of the past of paying political debts out of the public treasury.

"Along this same line there is needed reform calling for the reorganization, consolidation and elimination of certain governmental units, including many small and inefficient school districts. The bogey of 'home rule' must be discarded when impartial and logical reasoning demonstrates beyond question that it stands in the way of much desired economy and efficiency.

"The narrow point of view emanating from selfish motives must be brushed aside and supplanted by broad views intoned with the welfare of the group. Interest in good government must compel you to recognize the desirability of reorganizing school districts in such a way as to insure first class educational facilities for all the people within the respective districts.

"Relief for real estate taxpayers is demanded. Relief can be obtained only by cutting down expenditures for which prospects are not encouraging; by greater efficiency in methods, where responsibility rests upon the citizenship; by larger subsidies out of the State treasury, particularly for education. For this latter I am unable to see any real promise in the near future."

Education Calendar

1935

March

8-9—Eleventh Annual Junior High School Conference, New York University, N. Y.
15-16—Southern Convention District, Hershey.
15-16—Second Annual Education Conference of Secondary School Teachers, St. Thomas College, Scranton.
29-30—Northeastern Convention District, Bloomsburg.

April

3-6—Southeastern Convention District and Schoolmen's Week, University of Pennsylvania, Philadelphia.
6—Western Pennsylvania Industrial Arts Conference, S.T.C., California.
5-6—Tri-State Commercial Education Association, Pittsburgh.
11—100th Anniversary of the delivery of Free School Address by Thaddeus Stevens.
12 and 26—Spring Arbor and Bird Days
12-13—W. Penn'a Branch Progressive Education Association, Pittsburgh.
19—Good Friday.
21—Easter.
24-27—National Convention, American Physical Education Association, Pittsburgh.
26-27—Pennsylvania Forensic and Music League, Final State Contest, Oil City.

May

1—May Day and Child Health Day.
4—Eastern Pennsylvania Industrial Arts Conference, State Teachers' College, Millersville.
5-11—Music Week.
12—Mother's Day.
18—World Good Will Day or Peace Day.
30—Memorial Day.

June

14—Flag Day.
30—July 5—N.E.A. Annual Convention, Denver, Colorado.

July

30-31, Aug. 1—Pennsylvania State College Superintendents' Conference, State College.

October

9-10—Annual Education Congress, Harrisburg.

LAUNCH PUBLIC AFFAIRS AID

Growing demands for expansion of university service in the field of public affairs has resulted in the establishment of Bureaus of Public Affairs at the University of Pennsylvania and at Temple University. The chief objectives are to aid the universities in extending public service in every field. Each institution has established an advisory group.

The University of Pennsylvania trustees have tentatively approved a proposal by President Gates under which the Pennsylvania School of Social Work would become affiliated with the university as one of its professional schools, new degrees of master of social work and doctor of social work to be granted by the university.

100th ANNIVERSARY STEVENS' ADDRESS FALLS ON APRIL 11

The one hundredth anniversary of the delivery by Thaddeus Stevens of his famous speech which saved the Free School Law will occur on Thursday, April 11, 1935. It is appropriate that Pennsylvania public schools observe this day in some suitable manner.

An account of this important event is given in the following quotation from the *Pennsylvania Reporter and Democratic Herald*, published in Harrisburg, issue of Tuesday, April 14, 1835, which indicates the address was made on Saturday, April 11, 1835:

> "The (school) bill pased the Senate some time ago with the repeal of the school bill of last session (1834), and providing for the education of the poor gratis, came up in the House of Representatives on Saturday, and was negatived by a large majority. A substitute, offered by Mr. Stevens, which essentially modified the law of 1834, was adopted by a vote of 57 yeas to 30 nays.
>
> "Several speeches were delivered during the consideration of this bill in the House, and the gentlemen who took part in the discussion displayed a great deal of eloquent zeal. The speech delivered by Mr. Stevens was peculiarly fine* * *"

A limited number of copies of Thaddeus Stevens' complete address on that occasion are available for distribution to schools. Also, in limited supply, manuscript copies are available of "Dramatic Episodes in the Establishment of Public Education in Pennsylvania," given last April during observance of the one hundredth anniversary of the signing of the Common Schools Law, in the Forum of the Education Building at Harrisburg. This includes a one-act play, "Thaddeus Stevens Defends Free Public Schools" which gives the high spots of Stevens' address. General distribution of these publications was made to superintendents during the anniversary year. Additional copies may be obtained while they last. Write to the Department of Public Instruction.

Legislative School Recovery Program

(Concluded from Page 1)

APPROPRIATIONS FOR 1935-1937

The full appropriation to cover the State's obligations to the School Employes' Retirement Fund was requested by the Governor. Other appropriations requested for the support of the public schools for the next two years were as follows:

Salaries of county superintendents	$ 458,100
Expenses of county superintendents	50,000
Salaries of assistant county superintendents	442,800
Expenses of assistant county superintendents	70,000
Transportation	2,500,000
Vocational education and training vocational teachers	800,000
Miscellaneous subsidies	200,000
Support of public schools	53,000,000
Total Public School Subsidies	$57,520,900

Some of these items, in the light of previous experience and the Department's current estimates, obviously are less than the amounts that will be needed to fulfill all of the State's legal obligations throughout the biennium. The most serious lack is the absence as yet of any item for emergency aid to help distressed school districts.

These probable shortages, however, constitute merely another reason why friends of public education everywhere should support emergency taxes and the proposal for Constitutional revision.

The Governor has declared himself in his public addresses as squarely in favor of increased State subsidies to relieve realty taxes and, in the meantime, of emergency aid to help distressed school districts keep their schools open on a reasonable basis of efficiency. In order to obtain these desirable objectives, it cannot be stated too strongly, that additional revenues must be provided. The way is open through Constitutional revision to levy a graduated income tax for public school support.

APPROPRIATIONS FOR 1937-1939

No commitments have been made or can be made regarding appropriations for the biennium 1937-39. With the levying of a graduated income tax, it should be possible by 1937-39 to increase State subsidies substantially, and to increase State subsidies progressively each biennium thereafter until a major part of school costs is transferred from realty to intangible forms of income and wealth.

These increased State subsidies should be distributed also to school districts in inverse ratio to their ability to pay taxes, so that the largest increases will go to those in greatest need.

SUMMARY OF PROGRAM

THE LEGISLATIVE SCHOOL RECOVERY PROGRAM, THEREFORE, INCLUDES THE FOLLOWING ITEMS:

I. SCHOOL SUBSIDIES

1. SUPPORT EMERGENCY TAXES IN ORDER TO PROVIDE REVENUES SUFFICIENT TO COVER CURRENT DEFICIENCIES, FULL APPROPRIATIONS FOR 1935-37, AND EMERGENCY AID.
2. SUPPORT CONSTITUTIONAL REVISION IN ORDER TO LAY BASIS FOR PERMANENT TAX REFORM AND THEREBY MAKE POSSIBLE LARGER STATE SUBSIDIES AND REDUCED LOCAL SCHOOL TAXES.
3. SUPPORT EQUALIZATION PRINCIPLE IN DISTRIBUTION OF ADDITIONAL SUBSIDIES.

II. LARGER SCHOOL UNITS

SUPPORT MEASURE FOR FORMING LARGER SCHOOL DISTRICTS ON A BASIS WHICH WILL PERFECT LOCAL CONTROL, REDUCE SCHOOL COSTS, AND PROVIDE BETTER EDUCATIONAL PROGRAM.

HIGHER EDUCATION

PENNSYLVANIA leads all other states in the number of colleges and universities according to the 1935 educational directory issued recently by the United States Office of Education. Pennsylvania is credited with a total of 51 colleges and universities with New York and Ohio next with 45 each. Illinois, New York, and Pennsylvania have more professional schools than any other states.

Nearly fifty per cent of all institutions of higher learning in the United States, including professional schools, are located in ten states. Of 1,662 institutions included in the new college guide, 783 are found in the following states: New York, 100; California, 99; Illinois, 99; Pennsylvania, 97; Texas, 86; Iowa, 64; Ohio, 64; Massachusetts, 62; Missouri, 60; and North Carolina, 52.

There are 158 teachers colleges in the country. Of this number, 14 may be found in Pennsylvania, 10 in Wisconsin, and 10 in Massachusetts. New York leads in number of normal schools, while California, Texas, and Iowa report more junior colleges than any of the other states.

PA. COLLEGE FOR WOMEN—Dr. Herbert L. Spencer, dean of the college of liberal arts and sciences of the University of Pittsburgh, will become president of the Pennsylvania College for Women next June. He was graduated from Carnegie Institute of Technology in 1921 and received advanced degrees from the University of Pittsburgh in 1926 and 1934.

Trustees, in announcing their selection of the successor to the late Dr. Cora Helen Coolidge said: "Under the leadership of President Spencer, and with the wholehearted and able assistance of Miss Mary Helen Marks as dean, and a loyal and devoted faculty, the Pennsylvania College for Women now enters a phase of even more vigorous development of its educational stature."

GETTYSBURG—Of the class of 125 graduated last June from Gettysburg College, 43 are enrolled in graduate schools, 59 are employed, and 23 are unemployed or unreported.

Reorganization Report Wins Approval

Approval of the revised report of the Cooperative Committee for the Study of the Unit of School Administration in Pennsylvania was given by the annual convention of the State School Directors Association in Harrisburg on February 8.

The plan which was approved makes reorganization of school districts possible only when the executive committee of the County School Directors Association makes a definite recommendation, when this recommendation is approved by the State Superintendent of Public Instruction, and when voters of the districts affected put their stamp of approval on the changes at a general election.

The plan, in general, is regarded as a suggestion for possible legislation through which the long desired objective of larger school administration units in Pennsylvania might be obtained. A bill is now being drafted which will include major recommendations of the committee's report.

Choice Provided

The report contains a flexible optional program for the voluntary merger of school districts. A choice of two methods is provided in the cooperative committee plan:

1. Enlarged districts may be grouped about commercial and trade centers which serve naturally as community centers with arrangements for the instruction of pupils enrolled in grades 1-12, or,
2. All districts under the supervision of a county superintendent may decide to become a county school district.

Districts that are not under the supervision of the county superintendent may become a part of such a county district. Likewise districts that are under the supervision of a county superintendent may become a part of a district which employs a district superintendent. The majority vote of all those voting for the proposed new unit shall determine whether such a unit is to be formed.

A county executive committee is to be charged with the duty of preparing a plan for the grouping of districts. It is necessary to have such a plan approved by the Superintendent of Public Instruction before the voters are requested to determine whether the proposed plan shall be adopted.

The county executive committee is also charged with other duties such as approving budgets and reviewing the proposed termination of a teacher's contract.

Reduce Local Taxes

The latter part of the report contains a plan for distributing the State appropriation in a more equitable manner among districts that are organized as recommended. This plan presupposes a reduction in the abnormal tax rates that some school districts have been obliged to levy upon real estate.

Adoption of the report by the School Directors Association followed general discussion after its various phases had been explained by representatives of the committee which was composed of school directors, representatives of the Pennsylvania State Education Association, and of the Department of Public Instruction.

Those who initiated the discussion at the directors' convention were: H. J. Stockton, school director, Johnstown, chairman of the committee, George H. Hess, school director, Port Vue, J. Andrew Morrow, superintendent, Bradford County Public Schools, Towanda, and LeRoy A. King, professor, University of Pennsylvania, also school director, Narberth. In order to become effective it will be necessary to have this report enacted into law.

LEGISLATIVE BILLS

DURING the first six weeks of the 1935 session of the General Assembly a total of 134 bills relating in some way to education were introduced. By February 15 the House of Representatives had received 105 bills, 32 of which were referred to the House Committee on Education. The Senate had received 29 bills that would effect some part of the educational system, and six of these were referred to the Senate Committee on Education.

Measures proposed for legislation cover a wide range. None had been passed by either House by February 15.

A summary of bills (by title) relating to education is prepared every week or two by the Department of Public Instruction as a part of its informational service. Copies may be obtained upon request to the Department.

The April issue of this Bulletin will be devoted largely to a discussion of pending school legislation.

Guiding Principles in Education A State Commission Report

A new pamphlet, "Guiding Principles in Education," has been issued under the auspices of the Commission for the Study of Educational Problems in Pennsylvania. It is State Study Release No. 3 and represents a report of a special committee assigned to unify the work of the several study committees of the commission.

In its report the committee has outlined educational principles to serve as a guide for other study committees, in determining educational values and needs. Pennsylvania's Educational Charter, adopted by the executive committee of the commission, is contained in the official report of the committee headed by Dr. John H. Minnich, dean of the school of education. University of Pennsylvania. Telling of the work of the committee Dr. Rule said:

"One of the most promising omens for the future of education has been the willingness, during the past three years, of administrators, teachers, and lay individuals throughout the State to come together for the purpose of thinking through their common problems. The gains made in these cooperative efforts should be preserved and capitalized so that the critical examination and study of our program of education may be continued and there may be developed in Pennsylvania a plan and program to meet the demonstrated educational needs of the Commonwealth."

Board Secretaries Hold Annual Meeting

School economies and the operation of the School Employes' Retirement System occupied attention of several hundred members of the Association of School Board Secretaries of Pennsylvania at their annual convention in the Education Building at Harrisburg, February 5. More than 1000 attended the morning and afternoon sessions.

Duties of school boards in the economic emergency period were outlined by Dr. Ned H. Dearborn, of the School of Education, New York University, following brief greetings by Dr. James N. Rule, Superintendent of Public Instruction. Dr. Dearborn declared that school boards must find new ways to meet rapidly accumulating social problems of their communities or their continued functioning will not be justified.

Governor Earle's views on the educational problems in Pennsylvania were presented to the association at the morning session by Representative Harry J. Brownfield, Fayette County, chairman of the House Education Committee. These recommendations were presented at the annual State Education Association Convention in December and include: restoration of teachers' salaries to the maximum provided by the Edmonds Act; shifting of the school tax burden from real estate to the State through an income tax after the Constitution has been revised; strengthening of the child labor laws; adequate emergency State aid for needy school districts; and creation of a commission to study proposals for civil service for teachers.

In his two talks on the State School Employes' Retirement System, Dr. H. H. Baish, Secretary of the Retirement Board, gave a clear description of the working of the system. He reported that investments of the retirement board in the past four years of depression have done much to provide work relief for the unemployed. He said almost all of the money invested by the board has been in bonds, the proceeds of which are used to build new school buildings, roads and other improvements in Pennsylvania, thus giving employment to many hundreds of men.

Opposition to any legislation which calls for abatement of penalties and interest on delinquent taxes was expressed in resolutions adopted at the secretaries convention. The meeting also declared opposition to any civil service or teacher tenure act in addition to present provisions of the school laws. Restoration of teacher salary cuts for which temporary ten per cent provision was made for the 1933-35 biennium was referred to the Association of School Directors for its reaction.

Officers Elected

The following officers of the association were elected:

Helen Kidd Thompson, Greenville, president; Willis H. Lady, Biglerville, vice-president; Miss Mary E. Robbins, Sunbury, secretary; and H. W. Hoover, Polk, Venango County, treasurer. Harold Kratz, of Norristown, and Ralph Orb, of Dravosburg, Allegheny County, were elected to the executive committee.

Directors Praise Loyalty of School Teachers

In addition to giving its stamp of approval to the report of the Cooperative Committee for the Study of the Unit of School Administration, the annual convention of the State School Directors Association in the resolutions adopted commended "teachers and school officials of the State for the loyalty they have shown to the children of Pennsylvania in carrying on as they have done their school work, receiving reduced salary and carrying increased teaching load."

The convention delegates at the same time strongly condemned "the system of abuse carried on in some districts under the operation continuing contracts, blanket dismissals, and replacing experienced teachers with inexperienced teachers in order to reduce expenses."

It was the opinion of the convention that the Legislature should enact such forms of taxation as will provide the money needed for proper maintenance of the schools; also a more equitable distribution of the tax burden and, so far as possible, relieve real estate from the undue load which it now carries.

With respect to continuance of the 1933 amendment to the Edmonds Act which provided for temporary reductions of teachers' salaries for the biennium 1933-35, the association declared that unless the Commonwealth can furnish to the districts the increased revenue necessary to meet full requirements of the school law the emergency legislation as represented in Act No. 48 (House Bill 1374) should be continued for the next biennium.

The convention by resolution went on record "as favoring the voluntary consolidation of school districts," and expressed the thanks of the convention to the committee on the cooperative study of the unit of school administration for its work and for the report made at the convention. It was recommended that the study of this subject be continued by the various school districts of the State.

Directors Elect Officers

The following officers were elected for the next year by the Pennsylvania State School Directors Association at its closing session:

Mrs. Warren Marshall, Swarthmore, president, succeeding David A. Miller, Allentown; C. K. Patterson, Turtle Creek, first vice president; Dr. William K. McBride, Harrisburg, second vice president; J. Foster Meck, Altoona, third vice president; Mrs. Anna Dickinson, Harrisburg, was re-elected secretary-treasurer.

Directors chosen were: Herbert J. Stockton, Johnstown; Chester H. Gross, Manchester; Charles R. L. Rasel, East McKeesport; Dr. W. A. Roberts, Newtown; and Mrs. Maud B. Trescher, Jeannette.

NEW SCHOOL BULLETIN

A new county school publication, *Beaver County Education Bulletin*, has made its appearance this year. It is an attractive four-page printed bulletin containing timely information, published three times a year by the office of the superintendent of schools "For the information of principals, teachers, school directors, and friends of education."

COMMENCEMENT THEMES

YOUTH FINDING ITSELF—*For Senior High School Commencement Exercises*
THE FINE ARTS IN EVERYDAY LIFE—*For Elementary and Junior High School Promotion Exercises*

This year "Youth Finding Itself" is proposed as the theme for commencement exercises in senior high schools and "The Fine Arts in Everyday Life" as the subject for elementary and junior high school promotion exercises.

Schools that did not base their programs upon the 100th Anniversary theme last year may wish to do so this year, or they may prefer to use the Tercentenary of Secondary Education in the United States.

Commencement Exercises

In connection with the senior high school theme, demonstrations, panel discussions, papers, pageants and other types of exercises may be used.

It is important to obtain definite information concerning the opportunities for youth in the new social and economic order. In many communities, this may be done through making informal surveys that analyze and evaluate the available opportunities, and through suggesting ways and means by which youth can participate more effectively in the life of the community. Another way in which the problem may be handled is to make a comparative study of youth movements in the various countries of the world.

One outcome of such a commencement should be a better appreciation of the problems faced by youth today, and a realization on the part of the community that many types of activities not now operating in the community can be developed for youth. Further outcomes should be an understanding on the part of the pupils who are being graduated, and the youth of the community, of the place which they must take if social and economic recovery is to be assured.

The following additional suggestions are made relative to the organization of such a program: An important investigation which might be carried on by social studies classes would be a survey of the community to discover the status of youth in the community both in school and out. It would attempt to discover why pupils are not enrolled in school; the employment opportunities in the community; the ways in which activities might be developed in the community to help youth.

The following principles taken from a recent Conference on Youth held under the direction of the Office of Education, Washington, D. C., illustrate ways in which this problem may be attacked:

Programs and Policies

1. Library service should be more widely extended. A planned State system which makes books available to all rural as well as urban communities, should be inaugurated. Readers' advisory service in libraries should be extended.
2. Public school facilities should be more generally used after school hours and in the evenings.
3. Activities should be developed to counteract or successfully compete with the deleterious commercialized activities that now take up so much of the leisure time of youth, and concerted efforts should be made to have these commercialized activities serve more wholesome purposes.
4. Provisions should be developed for the normal mingling of youth of opposite sexes under wholesome conditions.
5. Organized promotion of sports including new types and varieties should be undertaken.
6. Summer camp opportunities should be extended to groups not now served, including girls, and work camps of various types should be developed.
7. Travel facilities for youth under satisfactory supervision should be provided. Among such facilities might be low cost housing in parks, cities, and on trails, special low rates for transportation and for admission to entertainments and museums of cultural value, and special excursions to events or places of interest.
8. Arrangements should be made by which qualified university and college students can be made available to communities as leaders of leisure time activities.
9. There should be fewer "parlor parks" and more parks for use. Provision needs to be made for lighting play courts in parks so that they may be used for games and sports at night.
10. Institutes and training centers for leaders in recreation activities should be developed more extensively and intensively.
11. State and National joint conferences of recreation officials, school and library executives, welfare workers, and civic leaders to consider and to develop leisure time activities should be sponsored.
12. The efforts of the many organizations and agencies now dealing with leisure time activities should be coordinated, and an analysis of such agencies should be made on a nation-wide basis to facilitate such coordination.

Promotional Exercises

The following suggestions are made concerning the use of the topic "The Fine Arts in Everyday Life":

1. Through pageants, plays, or other means, show how the fine arts are being developed in school, and the application of the work which is being done in the school, the home, and community and business life. This will include art, music, literature, and the drama.
2. Exhibit in corridors or other accessible places in the school building, art work carried on by the pupils.
3. Obtain use of windows of vacant stores in which to present exhibits showing the contribution of the arts in the schools and also advertising for the promotion exercises.
4. Give special consideration to the contributions made by Pennsylvania composers, artists, and writers. A list of Pennsylvania contributors will be found in the Penn Day Bulletin recently published by the Department of Public Instruction.
5. In both the fields of art and music, suggested types of activities will be found in the new courses of study in art and music.
6. The suggestions in a Reading List for Junior and Senior High Schools indicate types of activities that might well be used to illustrate free reading and literature.
7. If graduates of the school have achieved success in the field of the arts, it may be that they could be invited to make a short presentation of their pictures, poems, or music.

Schools and Taxes

(Concluded from Page 1)

well. Provision must be made also for the thousands of youth out of school and out of work, and for adults who need additional education to cope with changing conditions. The modern public school should serve the physical, cultural, and vocational needs of society at all levels, as and where these needs arise.

Changes That Are Necessary

Our second present day school problem is: What changes in our Pennsylvania system of school administration are needed in order to provide these desirable educational services efficiently and economically?

Public school district organization in Pennsylvania is substantially the same as existed 100 years ago. We have no fewer than 2,584 separate school districts, when by proper consolidation we might have fewer than one-third of that number and obtain greater efficiency and economy. A plan has been developed cooperatively whereby the people of the small town and rural school districts may choose to merge their school districts into county-wide or community units. If this is done there will be greater efficiency in school administration, and boys and girls of the rural areas will have better educational opportunities. Such a plan, too, will perfect and thereby protect local control of school affairs.

Tax Assessments

One of our most serious school administrative problems is the inequality of tax assessments throughout the State. And I am giving major emphasis to this problem in this short address because of its primary importance in securing tax justice and a stable and equitable system of school support in Pennsylvania. Recently Dr. Edward B. Logan, of the Department of Political Science, University of Pennsylvania, and former Budget Secretary of the Commonwealth, completed a survey of tax assessments in Pennsylvania. He found that great inequalities existed in various parts of the State and that the tax burden was being placed unfairly on property owners in many sections.

Low Value Property Hit

It was discovered that a much heavier burden is being placed upon low value property than upon higher value property. A higher rate of tax, in effect, is being placed upon the small property holder than upon the large property holder.

The discrimination is especially bad in Philadelphia with assessments amounting to 341 per cent of the sales price of properties valued at less than $1,000 and 159 per cent for those valued between $1,000 and $2,000.

Also, taxpayers throughout the State are paying varying proportions of their income in property taxes. In many cases the taxes take all the income and more.

In Philadelphia real property taxes take an average of 50 per cent of the income from property. In one ward, the 10th, taxes take an average of 78 per cent, in the 14th ward 69 per cent, and in the 30th ward 66 per cent of the income from property. Outside of Philadelphia similar variations were discovered.

The study shows how the tax base is being restricted by the exemption of property from taxation. For the State as a whole, property to the extent of 15.2 per cent of the total assessed valuation was exempt from taxation in 1932.

Another urgent reason for improving the assessment system is that the distribution of school subsidies is based thereon—the distribution of approximately $30,000,000 per year. With assessments inequitably made subsidies are not distributed fairly, since otherwise there is no fair measure of the relative ability of school districts to pay taxes. With inequitable assessments some school districts receive less than the amount to which they are entitled—others receive more.

These two fundamental changes in school district organization and in the assessment of property are basic to setting up an equitable plan of financing our public schools.

Financing Desirable Services

Our third problem is: How are these desirable educational services to be equitably financed?

Granted a reorganized school unit and a scientific system of assessing property, certain recommendations seem clear. In the first place, the major share of the burden of school support should be shifted from the local community to the State. Realty, which is practically the sole source of local revenues and comprises less than 40 per cent of taxable wealth, is carrying in normal times approximately 85 per cent of school costs. Intangible forms of wealth and income are not carrying a proportionate share of the burden of school support. In the second place, State subsidies to school districts should be distributed on the basis of relative ability to pay taxes. The poorer school districts should receive a relatively larger share of school support.

New State Constitution

Finally, it has become obvious in recent months that in order to secure tax justice and provide for an equitable system of State support, not only of public schools but of other essential services, the State Constitution must be revised. The responsibilities and obligations of both local and State government have changed decisively since 1874 when the present Constitution was formulated. Pennsylvania needs a 20th Century Constitution.

A Scotchman, traveling from London to Edinburgh, was observed getting off at each station stop, rushing into the station and back breathlessly again to his seat in the train. One of his traveling companions finally asked Sandy the reason for his unusual behavior. "Why," said Sandy, "I have just been told by my doctor that I may die any minute of heart trouble, so I am buying my ticket from station to station."

Too much of our educational planning is done on a short term, year to year basis. We must plan for the future of our public schools on a comprehensive, long term basis, so that public education may play its full part in State and National recovery which we hope is at long last now under way.

PWA AND THE SCHOOLS

Scores of school districts have returned necessary forms issued for a state-wide survey of possible work under the Public Works Administration. Forms have been distributed to secretaries of school boards in all school districts of the State. Similar materials are being sent to county and district superintendents in order that they may assist with the survey that is being undertaken to determine the need for public projects which will provide opportunities for employment.

School districts are urged to act immediately and return their forms in triplicate to Major William H. Gravell, State Engineer, Public Works Administration, in charge of Pennsylvania's program of National Inventory of Works Projects, Harrisburg.

Legislative Report Is Adopted

In adopting the report of its legislative committee the State School Directors Association in annual convention approved public school appropriations by the General Assembly to meet the $5,000,000 deficiency for the current biennium; an appropriation of approximately $58,000,000 to cover the statutory obligations of the Edmonds Act for the biennium 1935-37; and continuance of an emergency aid fund of $5,000,000 for the most needy and financially distressed school districts during the next two-year period.

The report adopted by the convention also declared that the Edmonds Act, providing for the professional standards of teachers and the plan for State aid to local schools, must be maintained in all its essentials until a better plan is devised. Delegates declared the association stands for complete restoration of the State program of education as mandated by the Edmonds Act.

The report adopted also urged a "thoroughgoing scientific revision of the State's entire taxation and assessment system in order that the support of all functions of government may be more equitably distributed." Reduction of real estate taxation was approved, "provided such reductions are restored by an additional appropriation to school districts obtained through forms of State taxation, such as an income tax and taxation on other profitable sources of revenue."

The convention approved a recommendation "that the time has arrived that an appreciable amount of the so-called motor funds should be transferred to the general fund to help finance other agencies of the State government, including education."

Another recommendation approved declared that the association go on record as strongly opposing suggested legislation for the abatement of penalties and interest on unpaid taxes.

Oppose "Blanket Dismissals"

The school directors concurred in the action of the School Board Secretaries Association by urging that the principle of the continuing contract be rigidly enforced and that the practice of blanket dismissals by school boards be opposed. In this action the directors further urged "additional legislation to safe-guard the security of position for competent teachers, to stimulate teachers to attain a higher professional plan of service, and to provide the necessary checks and balances to safe-guard the interests of teachers, the supervisory officials, the school directors, and the children."

Schools which are including in their courses of study materials on the part played by schools in American civilization, will find very helpful a bulletin published by the National Education Association entitled "Schools in the Story of Culture." Single copies sell for twenty-five cents.

A new monthly feature entitled "On The Air" has been inaugurated by the *"Nation's Schools."* Each month the editor lists radio programs especially edited with the school man's tastes and needs in mind.

Another feature announced by the *"Nation's Schools"* is "Films for the School Screen," a listing of silent and sound motion pictures suitable for school showing. This with other visual education news is presented monthly.

School Law Questions and Answers

The following questions were submitted to Deputy Superintendent W. M. Denison in the Question Box at the recent annual convention of the State School Directors Association. Due to a crowded program and unforeseen discussions on certain important school questions, Mr. Denison suggested that owing to the lateness of the hour he answer these questions in the February issue of PUBLIC EDUCATION. The questions are given in bold type and the answers in light face type.

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1. Are school districts liable for the Four Mill State Corporation Loan Tax on school district bonds?

Yes. School districts are liable for the Four Mill State Corporation Loan Tax on bonds of the school districts held and owned by individual residents of Pennsylvania. School districts are not liable for the State Four Mill Corporation Loan Tax on bonds of the school district owned, for example, by the State Employes' Retirement Fund, by the School Employes' Retirement Fund, by charitable or benevolent organizations, by banks in their own right, by non-resident individuals, by domestic corporations, or by foreign corporations doing business in Pennsylvania. If a bank holds bonds of a school district in a fiduciary capacity for individual residents of Pennsylvania, such bonds are subject to tax.

Where a school district issues bonds with a tax-free covenant, the school district itself assumes payment of the tax which would have to be paid by the individual owners of its bonds. Where there is no tax-free covenant in bonds issued by a school district, the law imposes the duty upon the treasurer of the school district to deduct the State Four Mill Corporation Loan Tax from the interest paid to the owners of its bonds who are individual residents of Pennsylvania and pay the same to the Commonwealth. The law also provides that, if the treasurer fails to deduct the tax from the interest paid to the bondholder, then the school district itself becomes liable for the tax.

If school districts, in filing their reports of bonded indebtedness with the Department of Revenue, will list and state specifically the names and addresses of the owners of their bonded indebtedness, school districts will not be charged by the Department of Revenue with the Four Mill State Corporation Loan Tax except where the school districts are responsible for the tax under the law.

2. Can a school director in a fourth class school district also hold a county office?

Section 52 of the Act of 1929, P. L. 1288, provides: "No county officer shall at the same time serve as a member of council of any city, borough or town nor as a school director in any district."

3. Is it lawful for a school bus contractor to hold a position as caretaker on the State Highways, thus drawing two salaries from public taxes?

These offices are not made incompatible by statute. I know of no law which makes it illegal for a person to "draw two salaries from public taxes."

3. When taxes are turned over to county commissioners for collection and they default or do not collect them and the district takes legal action to collect the same, are they or the tax collector entitled to the commission?

In view of the provisions of Section 2 of the Act of May 29, 1931, P. L. 280, (School Laws, Section 3301) it is not clear that the school district may take legal action to collect delinquent taxes which have been returned to the county commissioners under the provisions of said section. If the board has instructed the tax collector not to return the taxes and the board has issued liens upon the property of the delinquent, under the Act of 1923 the tax collector is not entitled to a commission.

4. Does the school board have to retain on file all transportation bids for the auditors to examine?

Such bids should be retained and should be available for the auditors.

5. Please explain the position of the depository in regard to depository bonds?

See Section 509, Pennsylvania School Laws. Where a bank is designated as a depository by the board of school directors and has furnished the type of bond required in said Section then the treasurer is relieved from further liability for all school funds deposited in said depository. The act requires that the depository furnish a surety bond to the board. This may be either a personal or corporate surety bond. According to the amendment in 1933 to Section 509, however, the board may accept certain collateral security as indicated in said section in lieu of surety bonds.

6. Must a school district owning its own busses pay the State tax on the gasoline it uses?

Yes.

7. Where a school district has a sinking fund built up and could save several thousand dollars by purchasing some of their outstanding bonds at a price slightly above par, would they be legally permitted to do so?

Section 520 of the school laws authorizes boards of school directors to invest the sinking fund in any proper bonds issued by school districts in this Commonwealth. I see no reason why a school district should not purchase some of its own outstanding bonds by money in the sinking fund provided the bonds purchased would mature in ample time to meet the payments as they fall due on the bonds for which the sinking fund was established. Manifestly, it would be improper for a school district to tie up money in the sinking fund in the purchase of its own bonds in such a way as to make it impossible to meet the payments as they fall due on the bonds for which the sinking fund was established.

8. When delinquent school taxes are filed as liens should the amount liened include the 5% penalty added on the tax becoming delinquent or should only the amount of tax at face be liened?

Section 561 provides: "There shall be a penalty of five per centum which shall be collected at the same time as and in addition to the school taxes of which it is made a part." If the penalty is a part of the school taxes, the amount liened should include the penalty.

9. Is it legal for a school board to assist financially toward the support of a Public Library? Such library is used by the school children and some of the school officials are represented on the library Board of Directors.

See Section 2510. If a school district does not maintain "A separate public school library" it may in accordance with said section join with or aid any individual or association in the maintenance or the establishment and maintenance of a free public nonsectarian library.

10. Why is the school term of nine months in third class districts compulsory and eight months in fourth class districts when there are many fourth class districts more capable of financing a nine month term than are many third class districts?

Theoretically there should be no distinction. The child residing in a school district of the fourth class is entitled to a nine month term just as much as a child in a school district of the first, second or third class. It is quite probable that the distinction is due to the fact that fourth class districts are largely rural districts and a shorter term makes possible the employment of the children on the farm at the time when they are most needed and for a longer period. Possibly the financial condition of fourth class districts was a factor.

11. Can a member of a school board sell fire insurance to his district?

Former Deputy Attorney General Brown said "no" basing his opinion on Section 66 of the Act of March 31, 1860, P. L. 382.

12. Why is it that this Convention does not endorse the payment of day's wages to Directors attending the Convention?

Section 410 specifically provides for the payment of all necessary traveling and hotel expenses for one member of the board attending the State School Directors' Convention. The endorsement of the Convention of the payment of day's wages to directors attending would be of little value under the present school laws which do not authorize payment. To do so would subject the directors to surcharge. This can be done only by an amendment to the Code.

13. In a fourth class district where the tax collector dies does the school board have authority to fill the vacancy? If so, what is done regarding delinquent tax?

See Section 547. The general law provides that the duly elected tax collector shall collect all taxes including school taxes. The board may appoint a tax collector only where a tax collector is not elected or where there is a vacancy or where any tax collector elected refuses to qualify or furnish a bond. If a vacancy occurs and a tax collector has been legally appointed then he collects the school taxes also.

The newly appointed tax collector however, is not responsible for the duplicate handed to the tax collector since deceased. In accordance with the Act of 1867, P. L. 45, it is apparent that the electors or administrators of any deceased tax collector are responsible for the collection of the taxes due on the duplicate handed him and if there is any failure upon the part of the same to carry out the provisions of the Act the bondsman or surety of the deceased tax collector is liable and may appoint a collector to collect the taxes remaining unpaid upon the duplicates.

14. Why are members of school boards called directors?

Presumably because it is their function to direct the school affairs of the district.

15. Is it lawful for a school board director to haul school children when the contract is in his wife's name?

Yes.

16. Please define the difference between resident and inhabitant as referred to in the school code when assessing per capita tax.

Example: In our community we have a woman and her two children living with a relative. The husband supports the family and pays taxes on the property where they live but his work is out of the State and he wishes to claim his residence where his work is located. However, he spends considerable time with his family. Can the school board assess him with a per capita tax or charge him tuition for his two children?

The words "inhabitant" and "resident" mean substantially the same thing, and one is an inhabitant or resident of the place where he has his domicile or home. Stevens v. Larwill, 84 S. W. 113, 118, 110 Mo. App. 140.

Apparently in the case cited the father is still a resident or inhabitant of the district where his family lives even though he may work elsewhere and is responsible to that district for his per capita tax.

17. At a school board meeting does the President of the board have the right to vote at any time on any question, or only when there is a tie vote?

The President of the board may vote on all questions by virtue of his office as school director.

18. We pay our tax collector a salary. When he enters liens we pay the cost of entering at the County Treasurer's office. Is he entitled to 2 per cent on tax collected by the County Treasurer? We think not, what do you say?

If liens are filed by the board under the Act of 1923, the tax collector is not entitled to a commission. If the delinquent taxes are returned to the County Commissioners under the Act of May 29, 1931, P. L. 280, (Section 3301 of the school code) the tax collector is entitled to 2 per cent from the taxing district when the tax is paid by the County Treasurer to the proper taxing district.

19. In cases of consolidation, what do you think is the best and fairest way to all districts concerned, to make the distribution of expenses: by average daily attendance of pupils or on the assessed valuation of the districts?

Upon the basis of the number of children to be educated, average daily attendance; upon the basis of the ability of the respective districts to pay, on the basis of assessed valuation. In general, current expenses should be allocated upon the basis of average daily attendance.

20. What would be the procedure of the Board of School Directors in the case of a fourteen- year old student who has already been suspended twice, should he be suspended again or expelled when there is no other school or "special school" which he can attend, yet the school code required him to go to school until he is sixteen?

If this is a case of a child suffering from an exceptional physical or mental condition then special provisions should be made for his education as provided in Section 1413. If it is purely a behavior problem and the child is incorrigible then the case should be taken to the juvenile courts under the provisions of Section 1438.

21. The remark was made by a speaker at the Secretaries' meeting that the schools of Europe have been institutionalized under the scientific guidance of their educators. Do they turn out better citizens under their systems than we do under our citizen boards?

This is a question to which an absolute answer is impossible. Personally, "we are from Missouri."

22. Where does the responsibility of a school board to a tuition student from another district begin and end in going to and from school, also your own students?

Read carefully Sections 404 and 1410. It is our thought the law contemplates that it is the responsibility of the district where a child resides to administer disciplinary measures where necessary for misbehavior during the time the child is going to and returning from school, but that the district he is attending is responsible for his deportment while in school or on the schoolgrounds.

23. May a teacher of twenty-one years' teaching experience, who holds a State Permanent Certificate issued in 1921, and also a Normal Diploma issued in 1928, teach in Junior High School? The Normal Diploma is from one of the State Teachers Colleges in the group IIA field.

The scope of a State Permanent Certificate issued in 1921 is determined by the wording on the face of it. If it is not limited to the teaching of the elementary subjects in the elementary grades, it may be considered a valid license on which to teach in either the elementary or the high school grades the subjects appearing on its face. Some State Permanent Certificates issued in 1921 had on them the following wording: "To teach the elementary subjects in the first six grades and in the 7th and 8th grades when they are not a part of the junior high school." In the latter case the certificate would not be a valid license on which to teach in the junior high school.

A Normal School Diploma issued to a graduate of the curriculum for Group IIA is not a valid license on which to teach in a junior high school unless specifically validated for teaching specific junior high school subjects. It will be necessary to have the names of the holders of the certificates in question to give a definite statement on the fields of teaching for which they are valid.

24. Why do school districts have to pay a State tax on their bonds?

If school district bonds are issued containing a covenant that they are tax free, then the school board is required to pay the four mill tax. If they are not issued tax free, then the school board is required to deduct the four mill tax from the interest due and pay the same to the Secretary of Revenue. See Question No. 1.

25. Do we get better efficiency from out-of-town teachers or home-town teachers?

It all depends upon the personality, training and characteristics of the teacher herself. It is generally conceded that employing home teachers tends to inbreeding in education.

26. The larger unit plan does not take into consideration additional appropriation for transportation, as $3,000 is the maximum at present for one unit or township. If the unit is larger shouldn't that be raised?

With the adoption of any plan for a larger unit of school administration and organization there must be a revision of the plan of distributing State subsidies. In the revision of such plan proper consideration should be given to the cost of transportation for the areas where transportation of pupils is required

27. Suggest microphone for Forum, because the majority of audience cannot hear efficiently.

This suggestion should be referred directly to the Department of Property and Supplies. It undoubtedly should be given careful consideration by those in authority because of the inability of the audience to hear certain speakers in certain parts of the Forum.

28. Are there any valid reasons why the meetings of the School Directors' Association should not be held later in the year when milder weather conditions would possibly prevail? The present weather conditions are usually bad and roads likely to be in a dangerous condition.

It would seem advisable that during the year that the General Assembly meets the School Directors' Association should be held at least as early in the year as it is at present in order that proposed legislation may be considered by the Convention. I see no reason why it should not be held later in the other years if the directors so desire.

29. Where can one obtain a copy of the Constitution of this organization? If available why not furnish affiliated boards with a copy?

Write to the Secretary of the State School Directors' Association, Mrs. Anna Dickinson, P. O. Box 1108, Harrisburg.

30. Does our present school program prepare our boys and girls for efficient living?

This is a debatable question and one upon which there may be a wide difference of opinion. It should be borne in mind, however, that "efficient living," if by that is meant the ability to do and earn a living, is not the only objective of education.

31. When are our schools going to get rid of the near-sighted and professionally dead material in our educational personnel who are holding their positions simply because they were "present incumbents" when professional standards were instituted?

This also is a controversial question the answer to which is left to the individual members of the convention themselves.

32. What tool or system may be used for the measurement of the achievement of teacher (pupil) in Grades up to eighth by school directors of superintendent?

The Stanford Achievement Tests are the most common objective measure used to measure the success of teachers in subject matter achievement of pupils. However, there are many more intangible evidences of success in teaching, such as character development and understanding of children. These do not lend themselves to objective measurements.

33. Should a system of guess and sentiment from directors and superintendent on measuring teachers be tolerated?

If possible, guess and sentiment in rating teachers should be eliminated. In all subjective measurement, if possible, more than one person capable of such judgment should rate the teacher.

WESTMINSTER—Entering freshmen at Westminster College this year had a median score almost 100 points higher than those who entered in 1927, a survey of the Thurstone psychological examination results shows.